MISSOULA
COMMUNITY PLANNING, DEVELOPMENT &
Development Services Division
435 RYMAN | MISSOULA, MT 59802-4297 | 406.552.6630 | FAX 406.552.6053

ANNEXATION AND ZONING REFERRAL & STAFF REPORT	
Agenda item:	Referral and Staff Report - Mountain Line Maintenance, Operations, and Administrative Base Annexation and Zoning upon Annexation
Report Date:	3/17/2026
Case Planner:	Tara Porcari
Report Reviewed & Approved By:	Dave DeGrandpre, Planning Supervisor
Public Meetings & Hearing Schedule	
City Council adopts resolution of intent, sets public hearing, and refers to LUP:	3/23/2026
City Council public hearing:	4/13/2026
LUP discussion (info. Item):	3/25/2026
City Council final consideration on resolution to annex:	4/13/2026
Applicant and Owner:	Missoula Urban Transportation District 1221 Shakespeare St Missoula, MT 59802 Prolo Family Clovis, LLC 19841 Glen Una Dr Saratoga, CA 95070
Representative:	Kyle Gauthier, DJ&A, P.C. 3115 Russell Street P.O. Box 1347 Missoula, MT 59806
Location of request:	Southwest of the intersection of Whippoorwill Drive and West Broadway Street in the Captain John Mullan Neighborhood and City Council Ward 2
Legal description:	Tract 1-A-1 of Certificate of Survey 7043 in Section 1, Township 13 North, Range 20 West, P.M.M., Missoula County, Montana And A portion of Tract 1-A-2, Certificate of Survey 7043 located in the southeast one-quarter of Section 1, Township 13 North, Range 20 West, P.M.M. Missoula County, Montana, and more particularly described in Exhibit B.
Legal ad:	Published in the *Missoulian* March 21st and 28th, 2026
Land Use Plan Place Type:	Industrial and Employment

Current County zoning:		Workplace (Sxʷtpqyen Neighborhood Form-Based Code) / Airport Influence Area Overlay
Proposed City zoning:		I-1 Industrial
Surrounding Land Uses		**Surrounding Zoning**
North:	Auto repair	ICL Industrial Center, Light / Airport Influence Area Overlay
South:	Vacant land	Unzoned / Airport Influence Area Overlay
East:	Vacant land	Workplace and Town Center (Sxʷtpqyen Neighborhood Form-Based Code) / Airport Influence Area Overlay
West:	Agricultural sales	Workplace (Sxʷtpqyen Neighborhood Form-Based Code) / Airport Influence Area Overlay

RECOMMENDED MOTIONS

CC consent agenda: 3/19/2026	**Adopt a resolution of intention** to annex and incorporate within the boundaries of the City of Missoula Tract 1-A-1 of Certificate of Survey 7043 in Section 1, Township 13 North, Range 20 West, P.M.M., Missoula County, Montana, and a portion of Tract 1-A-2, Certificate of Survey 7043 located in the southeast one-quarter of Section 1, Township 13 North, Range 20 West, P.M.M. Missoula County, Montana, and more particularly described in Exhibit B, and zone the property I-1 Industrial, subject to conditions of annexation, based on the findings of fact in the staff report, **set the public** hearing for April 13th, 2026, and **refer this item** to the Land Use & Planning Committee on March 25th, 2026.
LUP: 3/25/2026	No motion
CC p/h and final consideration: 4/13/2026	**Adopt/Deny** a resolution to annex incorporate within the boundaries of the City of Missoula Tract 1-A-1 of Certificate of Survey 7043 in Section 1, Township 13 North, Range 20 West, P.M.M., Missoula County, Montana, and a portion of Tract 1-A-2, Certificate of Survey 7043 located in the southeast one-quarter of Section 1, Township 13 North, Range 20 West, P.M.M. Missoula County, Montana, and more particularly described in Exhibit B, and zone the property I-1 Industrial, subject to conditions of annexation, based on the findings of fact in the staff report.

I. RECOMMENDED CONDITIONS

General

1. The petitioners shall submit a petition for the property to be included in the Missoula Urban Transportation District, subject to review and approval of Development Services, within one hundred eighty (180) days of annexation.

Road Improvements

2. The petitioners shall dedicate a varied-width, minimum 68-foot right-of-way easement to the City of Missoula along Whippoorwill Drive from the intersection of West Broadway to the western edge of the MOAB parcel (Tract 1-A-1) as shown on COS 7043. Exact right-of-way easement width is per release-for-construction (RFC) plans to be issued under 2025-PWI-MSS-00015. Easement dedication documents shall be submitted to City Engineering prior to surface infrastructure permit issuance, subject to review and approval of the City Attorney and City Engineer.

3. The petitioners shall install street improvements to Whippoorwill Drive adjacent to the subject property and extending to West Broadway, as per RFC plans to be issued under 2025-PWI-MSS-00015. Improvements shall be completed prior to issuance of a Certificate of Occupancy for the first building on the property or secured in an improvements agreement per the City of Missoula Standards & Specifications Manual.

Boulevard Landscaping

4. The petitioners shall prepare a boulevard landscaping and maintenance plan for Whippoorwill Drive adjacent to the subject property and extending to West Broadway, subject to review and approval of City Parks and

Recreation and Public Works & Mobility, prior to building permit issuance on Tract 1-A-1. Boulevard landscaping shall be installed and maintained by adjacent property owners per the approved boulevard landscaping and maintenance plan prior to certificate of occupancy for each building constructed on each parcel adjacent to Whippoorwill Drive.

Utilities & Fire

5. The petitioners shall design and install water infrastructure on the property as per the RFC plans to be issued under 2025-PWI-MSS-00015, subject to review and approval of the City Engineer, prior to the start of combustible construction on the subject property.

6. The petitioner shall design and install sewer infrastructure on the property as per the RFC plans to be issued under 2025-PWI-MSS-00015, subject to review and approval of the City Engineer, prior to sewer connection permit issuance on the subject property.

7. The petitioner shall provide a fire hydrant plan approved by City Fire and provide conditionally accepted hydrants within 250 feet of any building prior to the start of combustible construction on the subject property.

II. PROJECT SUMMARY

Introduction

1. Development Services received Petition Nos. 10301 and 10302 from DJ&A on behalf of property owners Missoula Urban Transportation District and Prolo Family Clovis, LLC requesting annexation into the City of Missoula of Tract 1-A-1 and a portion of Tract 1-A-2 of Certificate of Survey 7043, which is currently vacant land and an easement for Whippoorwill Drive located in Section 1, Township 13 North, Range 20 West.

Property Information

2. The property is located southeast of Missoula Airport and southwest of the intersection of Whippoorwill Drive and West Broadway Street near the Captain John Mullan Neighborhood and City Council Ward 2.

3. The property is planned to be utilized as Mountain Line's Maintenance, Operations and Administration (MOAB) site. Construction of the facility is pending City annexation approval, floodplain permit approval, and City building permit approval.

4. Tract 1-A-1 of COS 7043 is an 18.5-acre undeveloped parcel. The property will be served by City water and sewer.

Road Improvements, Transit, Utility Infrastructure, and Parkland

5. Access to the site will be provided via Whippoorwill Lane, for which the petitioner will be required to dedicate a minimum 68-foot right-of-way easement extending from the northwestern corner of the property to West Broadway Street. A condition of approval has been included to reflect this requirement.

6. Street improvements per the City of Missoula Standards & Specifications Manual will be required adjacent to the subject property, including boulevard/sidewalk and curb/gutter, continuing to the intersection of West Broadway Street. City Public Works & Mobility has included a condition for roadway improvements to be completed per the applicant's Release for Construction (RFC) plans.

7. Other offsite improvements proposed with the project include Lion Road with a 75-foot right-of-way going north/south along the eastern side of the property and an unnamed turnaround road with a 94-foot right-of-way on the south end of the site, both with additional access points to the planned facility.

8. The site will be served by City water and the applicant will be required to install all required infrastructure, subject to review and approval by City Engineering. A condition has been included to reflect this requirement.

9. The site will be served by City sewer and the applicant will be required to install all required infrastructure, subject to review and approval by City Engineering. A condition has been included to reflect this requirement.

10. Mountain Line Route 12 is the closest route to the property, running every 60 minutes along West Broadway Street. The closest stop to the subject property is at the Veterans Administration clinic, which is less than a mile away.

11. Installation of fire hydrants within 250 feet of any building is required by City Fire. A condition has been included for the applicant to submit a fire hydrant plan for City approval.
12. Boulevard landscaping along Whippoorwill Drive will be required to be installed and maintained by adjacent property owners per an approved boulevard landscaping and maintenance plan, reviewed and approved by City Parks & Recreation. A condition has been provided to reflect this requirement.
Floodplain
13. Grant Creek is located on the subject property. The City recently relocated this portion of Grant Creek in order to improve stream function and to reduce the area of the floodplain. The City has Conditional Letter of Map Revision (CLOMR) approval from FEMA, but has not yet completed the project to receive a Letter of Map Revision (LOMR). For this reason, the 2015 Flood Insurance Rate Map is still effective for this area. The newly mapped floodplain is not yet effective.
14. The new Grant Creek channel has been excavated and water is able to flow through the new channel. The old channel has not been filled in yet. A dam-like structure was installed in the old channel to prevent water from flowing until the channel can be filled in by developers. The subject property contains Zone AE floodway in the location of the old channel and Zone Approximate A floodplain to the south of the old channel. Both Zone A and AE are 1% annual chance of flood. A flood inundation analysis for the Zone A floodplain was submitted as part of the Grant Creek realignment project.
15. Floodplain permits will be required if development takes place in the current effective floodplain before the Letter of Map Revision is approved by FEMA. Development includes but is not limited to new structures, excavation, the addition of fill, and paving.
Annexation Request
16. The Missoula Urban Transportation District and Prolo Family Clovis, LLC, owners of Tract 1-A-1 and a portion of Tract 1-A-2 of COS 7043, filed Petition Nos. 10301 and 10302, respectively, requesting annexation of those properties into the Missoula municipal boundary.
17. The subject properties are within the Urban Growth Area, the Utilities Service Area Boundary, and the Air Stagnation Zone. The City limits abut the property to the south. Per the City Annexation Policy, the City should prioritize the annexation of areas located within the Utilities Service Area Boundary, and areas that contribute to the logical growth pattern of the City by creating orderly and contiguous municipal boundaries.
18. The properties will be added to the service area for the City Fire and Police Departments.
19. The properties will be added to the City of Missoula Ward 2 and the Captain John Mullan Neighborhood Council area.
Land Use Plan & Zoning
20. The applicable regional plan is the *Our Missoula 2045 Land Use Plan*, which recommends a place type of Industrial and Employment. The City Annexation Policy states that any annexation should be guided by the current City Land Use Plan.
21. The Industrial and Employment place type is intended for a mixture of office spaces, industrial plants, research, distribution, and logistics facilities, supporting a diverse range of activities, for which the project proposal is compatible.
22. The Sxʷtpqyen Mullan Area Neighborhoods Master Plan, which is an attachment to the 2045 Land Use Plan, is the applicable vicinity plan. The Sxʷtpqyen Mullan Area Neighborhoods Master Plan recommends development based on neighborhood units, which are general planning designations similar to place types. The subject property is located within the North Creek Square Neighborhood Unit, which is characterized as an industrial and research hub suitable for commercial activity including the storage of goods, light manufacturing, and other uses that will not be impacted by noise from the airport.
23. The current County zoning that applies to the property is W Workplace under the Sxʷtpqyen Neighborhood Form-Based Code. This zoning district is intended to have varied lot, building, and street dimensions based on the functional requirements of the use type, but the goal is compact, walkable urban form that focuses on industrial, office, and research functions.

24. The requested City zoning upon annexation for the subject properties is I-1 Industrial, which is a comparable zoning district under the Land Use Plan.

25. The property is near but outside of the Airport Hazard Overlay area in Title 22, Division 4.5.02. The Airport Hazard Overlay is intended to mitigate risks associated with developing near the airport runway and to mitigate impacts associated with noise from low flying aircraft, but it does not apply to this property.

Statutory Requirements

26. The City will meet the statutory requirements for a petition method annexation for the subject property because the two petitions are from the owners of real property representing the entirety of the area to be annexed as authorized in MCA 7-2-4601 – 4625 and Title 22, Division 4.15.05-B(2).

27. Under the petition method of annexation, City Council considers the petitions, adopts a resolution of intent, schedules a public hearing regarding the zoning upon annexation, and advertises public notice for at least 15 days prior to the public hearing with the appropriate recommended zoning. The final step for council is to adopt a resolution to adopt or deny the annexation request.

28. Section 7-2-4211 MCA requires municipalities to include the full width of any public street or road right-of-way that are adjacent to the property being annexed.

29. Public rights-of-way for portions of Whippoorwill Drive are requested to be annexed into the City of Missoula. All properties and roads to be annexed are included in Exhibits A and B, attached.

Annexation Requirements

30. Title 22, Division 4.15.05-B(2) outlines the three review criteria which may be considered for annexation. The following are the three criteria from Title 22 and staff's assessment as to whether the annexation complies with the criteria. An annexation must be evaluated based on the following criteria:

    a. Compliance with the City's adopted Annexation Policy;

        Staff Assessment:

            i. Meets criteria – The property is located within Annexation Area A, which are areas that largely meet the goals of the City's Annexation Policy. The Annexation Policy states that the City should also prioritize the annexation of areas that contribute to the logical growth pattern of the City and are located within the Utilities Service area, both of which are true for the subject property.

    b. Compliance with the place type designation of the subject property as shown in the adopted Land Use Plan, and relatable Unified Development Code (UDC) zoning district designations.

        Staff Assessment:

            i. Meets criteria – The proposed use aligns with the intent of the Industrial and Employment place type and the proposed I-1 Industrial zoning is outlined as a comparable zoning district.

    c. Any applicable additional criteria deemed necessary by the Planning Administrator

        Staff Assessment:

            i. The proposed Industrial zoning is comparable to the existing County W Workplace zoning, is compatible with surrounding land uses, and meets the intent of the Land Use Plan and its designated place type.

Zoning Amendment Requirements

31. MCA 76-25-304(2)(c) allows a municipality to conduct a hearing on the annexation in conjunction with a hearing on the zoning of the property proposed for annexation. Title 22, Division 4.15.05-B(2) outlines the four review criteria which may be considered for zoning amendments. The following are the criteria from Title 22 and staff's assessment as to whether the proposal complies with the criteria. Zoning upon annexation must be evaluated based on these four criteria:

    a. Reflects allowable uses and densities in areas that may be adequately served by public safety, emergency, utility, transportation, education, and any other local facilities or services identified by the

local government in 76-25-207
Staff Assessment:
Yes – the proposed use aligns with the intent of the Industrial and Employment place type and the proposed I-1 Industrial zoning is outlined as a comparable zoning district. The subject properties are within the Urban Growth Area, the Utilities Service Area Boundary, and the Air Stagnation Zone. In addition, the properties will be added to the service area for the City Fire and Police Departments.
b. Protects and maximizes the potential use of natural resources within the area, as identified in 76-25-209
Staff Assessment
Not directly applicable, but the proposal aligns with the intent of the applicable place type as set out in the City Land Use Plan and impacts will be assessed at the time of development/building permit.
c. Minimizes or avoids impacts to the natural environment within the area, as identified in 76- 25-209
Staff Assessment:
Not directly applicable, but the proposal aligns with the intent of the applicable place type as set out in the City Land Use Plan and impacts will be assessed at the time of development/building permit. Compliance with floodplain requirements is required and will be assessed at the time of building permit.
d. Avoids or minimizes dangers associated with natural hazards in the jurisdiction, as identified in 76-25-209
Staff Assessment:
Not directly applicable, but the proposal aligns with the intent of the applicable place type as set out in the City Land Use Plan and impacts will be assessed at the time of development/building permit. Compliance with floodplain requirements is required and will be assessed at the time of building permit.
32. Based on compliance with the criteria for annexation and zoning upon annexation in MCA 76-25-304(2)(c) and Title 22, Division 4.15.05-B(2) staff recommends annexation of the subject property, and zoning upon annexation of I-1 Industrial, subject to the conditions of annexation approval.
33. **III. ATTACHMENTS**
Exhibit A and B

Exhibit A: Annexation Exhibit

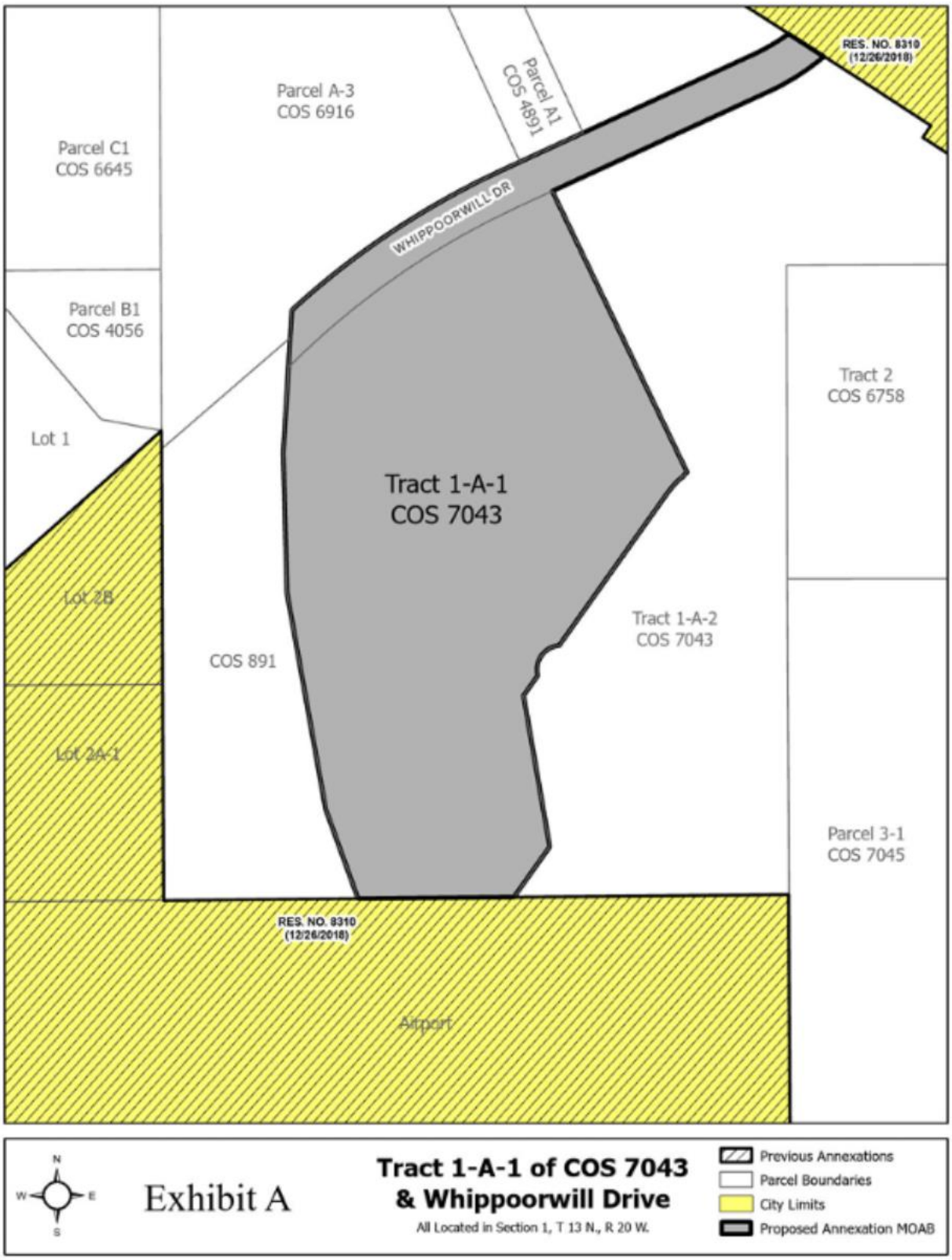

Exhibit B: Legal Description

TRACT 1-A-1 OF CERTIFICATE OF SURVEY 7043 IN SECTION 1, TOWNSHIP 13 NORTH, RANGE 20 WEST, P.M.M., MISSOULA COUNTY, MONTANA

AND

A PORTION OF TRACT 1-A-2, CERTIFICATE OF SURVEY NO. 7043, AS RECORDED IN MISSOULA COUNTY, MONTANA RECORDS. LOCATED IN THE SOUTHEAST ONE-QUARTER OF SECTION 1, TOWNSHIP 13 NORTH, RANGE 20 WEST, P. M., MISSOULA COUNTY, MONTANA, AND MORE PARTICULARLY DESCRIBED AS FOLLOWING:

BEGINNING AT WESTERLY MOST COMMON CORNER OF TRACTS 1-A-1 AND 1-A-2, OF SAID CERTIFICATE OF SURVEY NO. 7043, BEING THE TRUE POINT OF BEGINNING; THENCE ALONG THE WEST LINE OF SAID TRACT 1-A-2 NORTH 6°53'57" EAST, 87.57 FEET TO A POINT ON THE NORTHWESTERLY LINE OF SAID TRACT 1-A-2, ALSO BEING THE NORTHERLY EASEMENT LINE OF THE SIXTY (60) FOOT PRIVATE ACCESS AND PUBLIC UTILITY EASEMENT, AS SHOWN ON SAID CERTIFICATE OF SURVEY NO. 4891; THENCE ALONG SAID NORTHWESTERLYLINE, BEING A NON-TANGENT CURVE TO THE RIGHT HAVINGA RADIS OF 1710.00 FET, WITH A RADIAL BEARING OF NORTH 38°59’57” WEST, AN ARC DISTANCE OF 529.85 FEET, THROUGH A CENTRAL ANGLE OF 17°45’12”; THENCE TANGENT TO SAID CURVE AND CONTINUING ALONG SAID NORTHWESTERLY LINE, NORTH 68°45’15” EAST, 187.25 FEET TO THE SOUTHEAST CORNER OF TRACT A-1, CERTIFICATE OF SURVEY NO. 6891, AS RECORDED IN MISSOULA COUNTY, MONTANA RECORDS; THENCE ALONG NORTHEASTERLY LINE OF SAID TRACT A-1, NORTH 21°14’33” WEST, 25.00 FEET; THENCE LEAVING SAID NORTHEASTERLY LINE ALONG A LINE PARALLEL WITH AND 25.00 FEET NORTHWESTERLY OF THE PREVIOUSLY DESCRIBED NORTHERLY EASEMENT LINE OF THE OF THE SIXTY (60) FOOT PRIVATE ACCESS AND PUBLIC UTILITY EASEMENT THE FOLLOWING TWO (2) COURSES: NORTH 68°45’15” EAST, 392.75 FEET TO A TANGENT CURVE TO THE LEFT HAVING A RADIUS OF 415.00 FEET; THENCE ALONG SAID CURVE THROUGH A CENTRAL ANGLE OF 9°15’00” AN ARC DISTANCE OF 71.35 FEET TO A POINT ON THE SOUTHWESTERLY RIGHT-OF-WAY LINE OF US HIGHWAY 10, PROJECT NUMBER FAP 21B/FAP 219(12); THENCE NON-TANGENT ALONG SAID SOUTHWESTERLY RIGHT-OF-WAY LINE, SOUTH 53°39’40” EAST, 90.73 FEET TO A POINT OF INTERSECTION WITH THE SOUTHERLY EASEMENT LINE OF SAID SIXTY (60) FOOT PRIVATE ACCESS AND PUBLIC UTILITY EASEMENT; THENCE ALONG SAID SOUTHERLY EASEMENT LINE THE FOLLOWING FIVE (5) COURSES: A NON-TANGENT CURVE TO THE RIGHT HAVING A RADIUS OF 500.00 FEET, WITH A RADIAL BEARING OF SOUTH 35°05’20” EAST, THROUGH A CENTRAL ANGLE OF 13°50’35” AN ARC DISTANCE OF 120.80 FEET; THENCE TANGENT SOUTH 68°45’15” WEST, 580.00 FEET TO THE BEGINNING OF A TANGENT CURVE TO THE LEFT HAVING A RADIUS OF 1650.00 FEET; THENCE ALONG SAID CURVE THROUGH A CENTRAL ANGLE OF 18°75’00” AN ARC DISTANCE OF 545.72 FEET; THENCE SOUTH 49°48’22” WEST, 0.47 FEET; THENCE SOUTH 49°48’15” WEST, 27.96 FEET TO THE TRUE POINT OF BEGINNING. CONTAINING 1.97 ACRES, MORE OR LESS.